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# Biennial Evaluation

## Adequacy, Effectiveness, and Coordination of JTPA and Vocational Technical Education

Report of



Fiscal Years  
1989-90

**MONTANA COUNCIL ON  
VOCATIONAL EDUCATION**

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March 1, 1991

This report was prepared under contractual agreement with the  
Montana Council on Vocational Education.

## INTRODUCTION

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The Carl D. Perkins Vocational Education Act of 1984 makes State Councils on Vocational Education responsible for evaluating coordination between the Job Training Partnership Act (JTPA) and vocational education as follows:

Section 112(d): "Each State council shall--  
... (9)(A) evaluate at least once every two years  
(i) the vocational education program delivery systems assisted under this Act, and under the Job Training Partnership Act, in terms of their adequacy and effectiveness in achieving the purposes of each of the two Acts and (ii) make recommendations to the State Board on the adequacy and effectiveness of the coordination that takes place between vocational education and Job Training Partnership Act, and (B) advise the Governor, the State board, the State job training coordinating council, the Secretary, and the Secretary of Labor of these findings and recommendations."

This evaluation for the years July 1, 1988-June 30, 1989 and July 1, 1989-June 30, 1990 utilizes the common evaluation elements recommended by the subcommittee on reports established by the National Association of State Councils on Vocational Education (NASCOVE).

It contains data and information gleaned from published reports of the Montana State vocational education and JTPA delivery systems assisted under the Carl D. Perkins Vocational Education Act and the Job Training Partnership Acts.

Additional information was collected from a survey of principles involved in these two areas.

Changes that may have occurred after July 1, 1990, in particular, a change in the administrative entity for the two JTPA service delivery areas, Balance of State and Concentrated Employment Program, was not addressed in this study.

*Biennial Report Requirements*

## SUMMARY

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### *Mandate*

State Councils on Vocational Education are mandated by the Perkins Act to evaluate the vocational education delivery systems assisted under the Carl D. Perkins Vocational Education Act and the Job Training Partnership Act (JTPA) in terms of their adequacy and effectiveness in achieving their respective purposes.

State Councils are also required to assess the coordination of activities funded by these federal acts. From these evaluations the State Councils develop recommendations intended to improve the practices, policies and activities within the state to improve the delivery of vocational education and JTPA services to those who need these services.

### *Scope of Report*

This report deals with (1) the adequacy and effectiveness of JTPA, and (2) the adequacy and effectiveness of the coordination between JTPA and vocational education in Montana for the period July 1, 1988 through June 30, 1990.

### *Adequacy of JTPA Performance*

Examination of data provided by the Research, Safety and Training Division of the Department of Labor and Industry and Montana Job Training Partnership, Inc., reveals that the programs operated by the Balance of State and Concentrated Employment Program service delivery areas and statewide programs met the intent and purposes of JTPA. With a few exceptions, as noted below, all state performance standards were met or exceeded for the two years covered by this report:

- Title IIA, Adult: BOS and CEP met or exceeded all four standards for 1989 and all seven standards for 1990
- Title IIA, Youth: BOS and CEP met or exceeded all three standards for 1989 and 1990
- Title IIB Youth: BOS met or exceeded both standards for both years; CEP did not meet one standard in 1989 but met both standards for 1990

## SUMMARY

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- Title III Dislocated Worker (EDWAA): One of three standards was not met in 1989; all five standards were met or exceeded in 1990
- 3% Older Worker: One of three standards was not attained in 1989, all three standards were met or exceeded in 1990

(Please refer to Appendices A and B for a summary of the performance standards and accomplishments for 1989 and 1990).

Targeted goals for service to special populations, including high school dropouts, welfare recipients, handicapped, criminal offenders, displaced homemakers and racial minorities, were met with a few minor exceptions.

(Please refer to Appendix C for a summary of service to populations with serious barriers to employment).

Sanctions were not applied to any operator during the two years covered by this report; nor were there any unresolved audit problems.

The reported performance of JTPA programs in Montana for the past two years assures that the program is adequate and effective.

A major portion of this report deals with the adequacy and effectiveness of the coordination between JTPA and vocational education.

Coordination and cooperation between and among agencies who provide education and training to citizens in Montana is important. It is especially important since Montana is a large, sparsely populated state. Access to services is difficult in rural areas because of location, distance and a lack of public transportation.

It takes a great deal of coordination and cooperation at the state, area and local levels to fully utilize the resources that are available to serve the youth and adults in need of training and education.

### *Adequacy of Coordination*

## SUMMARY

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The structures and provisions for coordination at the service delivery area and state levels are in place. A great deal of sharing takes place through the planning process for development of the State Plan for Vocational Education, guidance of the Governor's Goals for JTPA, development and submission of Requests for Proposals for JTPA and JTPA-8% Education programs, and through planning efforts of the JTPA administrative entity.

A review of the coordination efforts and activities between vocational education and JTPA, including memberships and cross-memberships, education grant reviews, Montana Council on Vocational Education (MCVE) evaluations, JTPA 8% Education monitoring, exemplary 8% Education projects, Perkins Annual Performance Reports, JTPA Monitoring, and the Montana Council on Vocational Education project, "A Quality Workforce--The Key to Economic Development", provides assurance that coordination is taking place.

***MCVE  
Determination***

The Montana Council on Vocational Education has determined that the coordination between vocational education and JTPA is adequate and effective.

## COMMENDATIONS

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### Commendation #1

The Montana Council on Vocational Education would like to express appreciation to the many citizens in Montana who volunteer their valuable time and expertise to serve on local, area and statewide vocational education and JTPA councils, boards and committees in an effort to coordinate services to Montana youth and adults in need of training or education.

*"Thank You"*

### Commendation #2

JTPA program operators in both service delivery areas, Balance of State and Concentrated Employment Program, and for statewide programs, are to be commended for the attainment of all JPTA performance standards for 1990.

*Congratulations!*

### Commendation #3

Program operators, council/board members, vocational education teachers, administrators, administrative entity staffs, other JTPA and vocational education staff members and others involved in making vocational education and JTPA work in Montana are to be commended, as cited by the National Center for Research in Vocational Education in April 1989, for the high level of coordination in Montana.

*Vocational  
Education Citation*

### Commendation #4

Agencies and individuals at the state and local levels who were involved in the development and operation of the JOBS program in Montana are to be commended, as cited by the Family Support Act Regional Administrator; "In recognition of the exemplary process used to involve local and state government as well as the private sector in the planning and development of Montana's Welfare Reform Initiative."

*Welfare Reform  
Citation*

## RECOMMENDATIONS

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### Recommendation #1

#### *To the Governor*

It is recommended that the Governor consider appointing a representative of vocational education to the Job Training Coordinating Council (JTCC).

**Rationale:** Since the Council makes recommendations regarding 8% Education programs, the Montana Council on Vocational Education feels the expertise of a representative from this field would be of assistance in making recommendations for this program.

### Recommendation #2

#### *To the PIC's*

It is recommended that the Balance of State and Concentrated Employment Program Private Industry Councils consider adjusting performance standards for program operators who serve a majority of clients with "multiple barriers". This would include a standard definition for multiple barriers and "a majority".

**Rationale:** Program operators cite the difficulty in meeting performance standards because of (1) the increased risk of not placing these clients in jobs, (2) the need for additional resources to remove the many barriers before clients are ready to participate in job training and/or be placed on the job, and (3) the need to serve clients for more than one year.

### Recommendation #3

#### *To the U.S. Depts. of Labor and Education*

It is recommended that the U. S. Departments of Labor and Education press for legislation and/or change regulations for JTPA and vocational education to (1) provide for adequate funding and funding stability to serve all clients in need, (2) allow greater flexibility of funding so that funds can be adapted to local needs, and (3) provide incentives to local JTPA operators and vocational education institutions that combine and share resources.

## RECOMMENDATIONS

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### Recommendation #3--contd.

**Rationale:** Job trainers cite the inability to serve all those in need due to insufficient funding. Demographic statistics confirm that only a small portion of those in need of service can be served due to a lack of funding.

Because of mandated funding categories or set asides, people who need the services cannot always be served. Each state has different needs and different population configurations which do not always fit into the categories established by Congress, the U.S. Department of Education or the U. S. Department of Labor. Administrative and supportive service costs which are funded as a percent of total program costs are not always fair to smaller entities at all levels (i.e., state, service delivery area, local) since they provide the same services as larger entities but with fewer resources.

Although efforts have increased to encourage coordination activities, a financial incentive which encourages combined resources and joint proposals would greatly encourage a maximum use of all community resources.

### Recommendation #4

It is recommended that the Job Training Coordinating Council and Private Industry Councils continue to encourage all job trainers and vocational educators to increase coordination between vocational education and JTPA.

*To the JTCC and  
the PIC's*

**Rationale:** Survey responses and other data indicate (1) a lack of secondary and postsecondary vocational education participation in the JTPA RFP process (other than 8% Education programs), (2) a minimal use of reviews of JTPA and Perkins fund grants at the local level, (3) a lack of membership or knowledge of membership/cross-memberships between the vocational education and JTPA, and (4) planning focusing on grant or plan "sign-offs" rather than participation in the entire planning process.

## FEDERAL LEGISLATION

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### *Job Training Partnership Act*

It is the purpose of the Job Training Partnership Act (P.L. 97-300) to establish programs to prepare youth and unskilled adults for entry into the labor force and to afford job training to those economically disadvantaged individuals and other individuals facing serious barriers to employment, who are in special need of such training to obtain productive employment.

The federal legislation enacted in 1982 provides the framework, structure and financing for JTPA. State and local systems have the authority and flexibility to fund programs that work best in their localities.

**Title II** of the Act authorizes funding and sets requirements for service delivery areas training disadvantaged youth and adults. The majority of the funding flows through this title.

**Title III** provides assistance to dislocated workers. This title was replaced by the Economic Dislocation and Worker Adjustment Assistance Act (EDWAA) effective July 1, 1989.

**Title IV** establishes funding requirements for federally-administered programs serving Native Americans, migrant workers and veterans.

**Title V** contains miscellaneous provisions and training-related changes to other federal laws. These amendments promote coordination in the employment and training system.

### *Carl D. Perkins Vocational Education Act*

The basic purpose of the Carl D. Perkins Vocational Education Act (P.L. 98-524) is to:

(1) assist the States to expand, improve, modernize, and develop quality vocational education programs in order to meet the needs of the Nation's existing and future work force for marketable skills and to improve productivity and promote economic growth;

## FEDERAL LEGISLATION

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- (2) assure that individuals who are inadequately served under vocational education programs are assured access to quality vocational education programs, especially individuals who are disadvantaged, who are handicapped, men and women who are entering nontraditional occupations, adults who are in need of training and retraining, individuals who are single parents or homemakers, individuals with limited English proficiency, and individuals who are incarcerated in correctional institutions;
- (3) promote greater cooperation between public agencies and the private sector in preparing individuals for employment, in promoting the quality of vocational education in the States, and in making the vocational system more responsive to the labor market in the States;
- (4) improve the academic foundations of vocational students and to aid in the application of newer technologies (including the use of computers) in terms of employment or occupational goals;
- (5) provide vocational education services to train, retrain, and upgrade employed and unemployed workers in new skills for which there is a demand in that State or employment market;
- (6) assist the most economically depressed areas of a State to raise employment and occupational competencies of its citizens;
- (7) to assist the State to utilize a full range of supportive services, special programs, and guidance counseling and placement to achieve the basic purposes of this Act;
- (8) to improve the effectiveness of consumer and homemaking education and to reduce the limiting effects of sex-role stereotyping on occupations, job skills, levels of competency, and careers; and
- (9) authorize national programs designed to meet designated vocational education needs and to strengthen the vocational education research process.

## COMMONALITIES AND DIFFERENCES

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Both of the federal acts are intended to prepare youth and adults for entry or re-entry into the work force. Disadvantaged and handicapped youth and adults are included as a high priority under both acts.

Other similarities include a state and local planning process, provisions for assistance in the economic development of the area, use of the same labor market information, accountability procedures, and requirements for state councils having a majority of private sector members.

Both acts provide for remedial services, skills instruction, supportive services, job counseling, hands-on experience and job placement.

Vocational education differs from JTPA in that it serves all types of youth and adults. JTPA services are targeted to those who are economically disadvantaged.

Each program is supported by a separate funding mechanism. JTPA receives almost all funding from the federal government, while vocational education receives approximately 5-10% of its funding from the federal level.

JTPA is a performance-driven program while vocational education is program driven. JTPA training tends to be short-term, often less than a year, while vocational education programs tend to be longer.

Private Industry Councils are responsible for only JTPA programs, while state and local education boards are responsible for a wide array of educational programs and activities.

JTPA has federally-mandated purposes; and although vocational education has some federally-mandated purposes through the federal legislation, the institutional mission takes precedence.

## STRUCTURE AND ORGANIZATION

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### Job Training Partnership Act

In Montana, as in other states, the Governor is responsible for the planning, management, coordination and oversight of JTPA programs. The Governor makes appointments to a state Job Training Coordinating Council (JTCC) and depends on council members for advice in carrying out the many stated functions of JTPA. The Department of Labor and Industry, Research, Safety and Training Division (formerly known as the Employment Policy Division), was appointed by the Governor as the state agency authorized to act on his behalf as the grant recipient and administrative entity for Title III/EDWAA and the 22% portion of Title IIA funds administered by the Job Training Coordinating Council. The Division is responsible for the Governor's Coordination and Special Services Plan, provides staff support for the JTCC and oversight of the two service delivery areas.

The Governor, with the advice of the Job Training Coordinating Council, has designated two service delivery areas (SDA) within Montana. Seventy-eight percent of all JTPA funds are passed directly to these service delivery areas based on a formula contained in the Act.

Concentrated Employment Program (CEP): consists of ten contiguous counties--Beaverhead, Broadwater, Deer Lodge, Granite, Jefferson, Lewis and Clark, Madison, Meagher, Powell and Silver Bow. The Council of Commissioners is made up of one representative from each of the ten counties. The Council of Commissioners appoints the Private Industry Council. Each of the ten counties is allowed one private sector representative. The remaining seven members represent community-based organizations, education, economic development, rehabilitation agencies, organized labor and the public employment service.

### *Job Training Coordinating Council*

### *Service Delivery Areas*

## STRUCTURE AND ORGANIZATION

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Balance of State Program (BOS): consists of the remaining 46 counties in Montana that are not in the CEP area. The Council of Commissioners is made up of one representative from each of BOS's ten Montana Association of Counties (MACO) districts, plus the executive director of the Montana Association of Counties, who is a non-voting member. The Council of Commissioners appoints the Private Industry Council, with approximately the same representation as the CEP area.

The Research, Safety and Training Division was also selected by the two service delivery areas, BOS and CEP, to serve as grant recipient and administrative entity for SDA programs funded by Title II funds.

All program operators were funded through the Request-for-Proposal (RFP) process for both years covered by this report.

(Please refer to Appendix D for the JTPA and State Job Training Funding Flow Chart).

### Vocational Education

#### *Board of Regents*

In 1987, the Montana legislature, through House Bill 39, designated the Board of Regents of the Montana University System as the sole state agency with responsibility for development and implementation of the State Plan for Vocational Education and for the administration of activities relative to the Carl D. Perkins Vocational Education Act of 1984.

#### *Office of Public Instruction*

The Board of Regents, in recognition of the separation contained in the Montana Constitution and in state statute, has delegated to the Office of Public Instruction those functions of supervision, evaluation, and reporting of all projects and activities which may be funded on behalf of K-12 vocational education and any other activities which, through contractual agreement, may be delegated by the Board of Regents to the Superintendent of Public Instruction.

## STRUCTURE AND ORGANIZATION

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Montana state law directs that the Board of Regents contract with the Superintendent of Public Instruction for the administration and supervision of K-12 vocational education programs, services, and activities allowed by the 1984 Carl D. Perkins Vocational Education Act.

The Office of Public Instruction, in concert with the Board of Regents, has developed a formal process of notification and response to requests for proposals. Distribution of special population funds is a two-step procedure consisting of expanded eligibility followed by allocation determined by need. Other funds are distributed on a competitive proposal basis.

## PROVISIONS FOR COORDINATION

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### *Governor's Goals*

Section 121 of the JTPA Act requires the Governor to annually prepare a statement of goals and objectives for job training and placement programs in the state and to assist the service delivery areas in preparation of their plans. These goals and objectives are intended to provide direction and assistance to those planning and operating JTPA programs.

Montana's Mission Statement, as stated in the Governor's Annual Statement of Goals and Objectives, is: "The purpose of Montana's job training and placement agencies is to conduct programs that prepare and place unskilled youth and adults into Montana's labor force, and to conduct programs that improve the occupational opportunities of economically disadvantaged individuals and other individuals facing serious barriers to employment."

In addition to training and administrative goals, the Governor's Statement contains three coordination goals, as follows:

- "9. To coordinate with and assist state and local economic development efforts by integrating training and job development, resulting in the placement of JTPA enrollees into unsubsidized jobs.
10. To establish mechanisms to encourage and monitor cooperation among local agencies and programs interested in job training and placement. These organizations include vocational rehabilitation, local welfare agencies, job service offices, community-based organizations, educational institutions, vocational education, advocacy organizations, local government, organized labor and local business organizations.
11. To plan and operate programs which will complement and enhance other programs and minimize duplication."

## PROVISIONS FOR COORDINATION

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The Montana State Plan for Vocational Education under the Carl D. Perkins Vocational Education Act of 1984 (P.L. 98-524), contains the following coordination provisions in Section E, 3:

*State Plan for  
Vocational  
Education*

"Joint Planning and Coordination. Vocational education planners in Montana recognize the need to establish processes whereby improved joint planning and coordination of activities can and will occur. The advisability of such joint effort is intensified in states such as Montana which are experiencing a period of economic difficulty.

To this end, joint planning and coordination of vocational education programs conducted under the Job Training Partnership Act (JTPA)...will be an ongoing process in Montana. In addition, joint planning and coordination efforts will involve participation of the following agencies..."

Agencies involved in coordination efforts included the Montana State Council on Vocational Education, the State Occupational Information Coordinating Committee (SOICC), the Montana Department of Labor and Industry, the State Job Training Coordinating Council, and other groups, associations, and individuals as appropriate.

Additional language in the plan assures that cooperative agreements will be developed to address such mutual concerns as information-sharing, goals and objectives, and proposed activities, such as reviews of draft plans of the various agencies involved in JTPA and vocational education.

The Office of Public Instruction issued a Request for Proposal for 8% Education programs that required prospective operators to develop and maintain coordination with educational institutions, job training programs, vocational training programs and service deliverers. They also had to identify related training programs available in the community and coordination arrangements to ensure non-duplication of services. They also were asked to describe how they planned to coordinate with other community organizations.

*8% Education RFP*

## PROVISIONS FOR COORDINATION

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### *JTPA RFP*

The RFP issued for JTPA programs by the Balance of State and Concentrated Employment Program service delivery areas and the Job Training Coordinating Council asked prospective operators to indicate the methods for "ensuring that JTPA mandated coordination...is accomplished in the area they serve." They were also requested to describe formal agreements they have negotiated with appropriate agencies.

Subgrants were developed with program operators based on information submitted in the RFP, including coordination provisions. These provisions were monitored as a part of the ongoing monitoring and evaluation procedure.

### *Administrative Entity Planning*

As the administrative entity for both service delivery areas and the Governor's 22% programs, the Research, Safety and Training Division (formerly Employment Policy Division), Montana Department of Labor and Industry, was able to encourage coordination through joint program planning, program review, personnel and council staff, program operator training and technical assistance, ad hoc committees and task forces, publications and media campaigns, shared data bases, collection, materials and reports, and other joint management systems, including the Management Information System (MIS), fiscal system, and monitoring and evaluations system.

## COORDINATION EFFORTS AND ACTIVITIES

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Coordination efforts included the following memberships and cross-memberships at the service delivery area/state level:

### *Memberships*

- Executive Director, Montana Council on Vocational Education, serves on Concentrated Employment Program Private Industry Council
- Vocational-Technical Center Director serves on Balance of State Private Industry Council
- School Administrator serves on Concentrated Employment Program Private Industry Council
- Montana Council on Vocational Education member serves on Job Training Coordinating Council

The Guidelines for Review of JTPA State Education Coordination Grants utilized by the Montana Council on Vocational Education address the degree of coordination and cooperation between service deliverers and educational institutions. The guidelines also monitor the degree of flexibility of established vocational education programs in meeting the needs of JTPA participants, problems encountered in obtaining or executing agreements and efforts made by the Office of Public Instruction to encourage and provide adequate technical assistance in coordinated program delivery.

The Montana Council on Vocational Education conducted three evaluations during the past two years. The evaluations concluded that adequate coordination was taking place.

### *MCVE Evaluations*

The Program of Work for the Communication and Coordination Committee of the Montana Council on Vocational Education has, for the past two years, included a joint meeting with the Job Training Coordinating Council.

The Contractor Monitoring Guide for JTPA Section 123 (8%) Programs does not specifically address coordination. Coordination between Carl D. Perkins Vocational Education projects and other service deliverers is monitored, however, on grant applications through a checklist and review rating system.

### *JTPA 8% Education Monitoring*

## COORDINATION EFFORTS AND ACTIVITIES

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### *Exemplary 8% Projects*

The following projects exemplify the coordination that takes place in 8% Education programs:

A unique project operated by Northwest Human Resources in Kalispell documented activities and coordinated aspects of a training project for youth with a wide array of service providers. The project explored the advantages of integrating vocational education curriculum and facilities into other job training programs for youth. A videotape presentation was made and information was disseminated.

Women's Opportunity and Resource Development, Missoula, conducted a project for job training, education, and other service delivers that promoted an awareness of equity issues and problems and the impact on trainee recruitment and placement.

Eight percent Education funds also supported a project to provide career information services for program operators and educational agencies serving vocational education and Job Training Partnership Act clients in Montana.

### *Perkins Annual Performance Report*

The Annual Performance Report for the State of Montana Use of Carl D. Perkins Vocational Education Act Funds addressed coordination between vocational education and other service providers.

Some examples of coordination were provided in the program years 1989 and 1990 reports, as follows:

The Office of Public Instruction conducted a project which sponsored three sessions on school-to-work transition at the 1990 State Special Education Conference. A portion of the session was designed to improve awareness of coordination opportunities among job training, vocational education, special education and vocational rehabilitation programs.

The Montana Displaced Homemakers Network (MDHN) meets annually to coordinate services throughout the state and sponsors a network newsletter. Two projects that support this coordination effort were supported through Carl Perkins funding.

## COORDINATION EFFORTS AND ACTIVITIES

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Montana was one of seven states studied by the National Center for Research in Vocational Education to determine the quality of JTPA/Vocational Education coordination activities. The National Center's April 1989 report cites the high level of coordination in Montana and states, "Informal networks which occasionally become formalized in time, have become an integral part of coordination in Montana. Geographic, demographic and economic factors have also helped to emphasize the need for enhanced coordination."

Staff to the Job Training Coordinating Council have developed a guidebook for monitoring 22% programs and oversight monitoring of the two JTPA service delivery areas. The guidebook, Montana Job Training Partnership Act, Program Monitoring and Evaluation, Guidebook, addresses coordination through a host of questions, including the following specific coordination questions:

- How do you prevent duplication of services with other agencies?
- Describe your coordination and linkages with other community agencies.
- What interagency agreements are in place?

Staff from the administrative entity described two projects which exemplify coordination taking place at the local level:

- A project in Butte utilized funding from several education and job training sources to provide school-to-work transition services to youth in the high school and the alternative school. The class was taught by an employee of the Job Service.
- Dist. IX Human Resource Development Council, Bozeman, developed a project to provide services, in cooperation with schools in the rural areas near Bozeman, to JTPA-eligible youth.

### *JTPA Monitoring*

### *Exemplary Projects*

## COORDINATION EFFORTS AND ACTIVITIES

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### *"A Quality Workforce"*

A major effort in coordination was accomplished through a project initiated by the Montana Council on Vocational Education, "A Quality Workforce--The Key to Economic Development".

This project was organized and planned by a Steering Committee involving the following agencies: Postsecondary Vocational Technical Education Institutions, Department of Commerce, Montana Vocational Association, Department of Social and Rehabilitation Services, Research, Safety and Training Division--Department of Labor and Industry, Montana Job Training Partnership, Inc., Office of Public Instruction, Research and Analysis Division--Department of Labor and Industry, Office of Tribal Services--Montana State University, Montana Chamber of Commerce, and Office of the Commissioner of Higher Education.

The purpose of the project was to foster a closer working relationship between vocational technical education, job training programs and other service delivery systems; identify the training needs and partnerships which exist between the service delivery systems and the private sector; and identify areas where vocational technical education, job training and other service delivery systems can enhance and more effectively contribute to Montana's economic development.

A part of this project included surveys of Montana employers and vocational and technical and job training service providers. Results of these surveys are available from the Montana Council on Vocational Education to assist in coordination efforts.

## COORDINATION EFFORTS AND ACTIVITIES

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An excellent example of statewide and community coordination efforts is the Job Opportunities and Basic Skills (JOBS) program under the Welfare Reform Act. The program is designed to move AFDC recipients into the workforce by providing them with, not only job training, but the necessary supportive services, such as child care, transportation, emotional support, medical support, etc., to enter and remain in the workforce. Some of the supportive services, such as child care, may be extended for up to a year after employment to help that individual remain in the workforce.

### *JOBS*

Four sites in Yellowstone, Gallatin, Missoula, and Lewis and Clark Counties, which became the original JOBS sites, were originated with JTPA funding in 1989. They were continued for a period of time with Work Incentive Funds and then were transitioned into the JOBS program. A fifth site, Flathead County, which had operated a similar program from other funds, was added in July 1990. Five additional sites, Lincoln, Lake, Ravalli, Silver Bow and Cascade Counties, were added in January 1991. Seventy-five percent of the AFDC population resides in counties served by the original five sites, plus the five sites added in January 1991. Seventeen other counties offer a "minimal" JOBS program.

The umbrella design of the JOBS program was developed by a Steering Committee composed of state department heads, State Chamber of Commerce director, Job Training Coordinating Council Chair, Department of Labor and Industry representative, CEP Council of Commissioners representative, JTPA program operators, and others.

Local programs are designed by a community task force within the limits defined at the state level to meet local needs. The local county welfare directors chair each task force, which is comprised of representatives from local government, low income groups, organized labor, providers of training services, schools, mental health groups, and social services. The local task forces have a great deal of latitude in program design as well as decisions regarding the appropriate use of the resources available under the JOBS program.

## JTPA ACTIVITIES

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The Montana Job Service continued to serve as the largest adult program operator with offices in 23 communities. Adult clients are economically disadvantaged persons 16 years of age and older. Displaced homemaker programs continued to serve this group of displaced workers in ten centers in Montana. The Montana Department of Social and Rehabilitation Services continued to be the state's major provider of employment and training for handicapped persons. This program operates through six vocational rehabilitation offices within the Balance of State service delivery area.

The mix of services provided includes job search assistance, outreach, remedial education, job counseling, industry-specific skills training, employee relocation assistance, programs to develop and improve work habits, job development and vocational exploration.

Nearly 2,400 adults were served in 1989, with 1,220 placed in jobs with an average hourly wage at placement of \$5.27 to \$5.55. In 1990, 2,444 adults were served and 1,340 were placed in jobs with an average wage at placement of \$5.60 to \$5.88.

The most used component for adults for the two years covered by this report was classroom training, with on-the-job-training serving the second-largest group. Other components used were basic education, work experience, supportive services and needs-based payment.

(Please refer to Appendices E and F for summaries of Title IIA youth and adult programs, services and activities for the two years covered by this report).

Ten human resource development councils and local Job Service offices in 23 communities provided year-round youth programs. A major emphasis of youth programs is to keep youth in school or return them to school. Both service delivery areas developed a youth competency system. The system has three areas (1) pre-employment/work maturity, (2) basic education skills, and (3) job specific skills.

## JTPA ACTIVITIES

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Components used included basic education, classroom training, on-the-job training, youth tryout, work experience, limited work experience, supportive services and needs-based payments. On-the-job training was the most used component, with classroom training the second most frequent.

The youth were offered the same mix of services available to adults.

In 1989, 1,417 youth were served with 939 of those attaining a positive termination. In 1990, 1,308 youth were served with 855 attaining a positive termination. A positive termination is defined as placement in a job, returning to school, entering other training, completing a major level of education, or attaining a youth competency.

Summer Youth Employment and Training Programs were operated by the ten human resource development councils for eligible youths aged 14 and over to introduce them to the world of work. The program emphasized basic education and other career development activities in addition to work experience.

The program also offered a literacy component in recognition of the importance of basic education skills in preparing youths for employment and further education.

Over 2,000 youth were served in the program during the summer of 1988 with 1,760 attaining a positive termination. During the 1990 summer, 1,751 youth were enrolled and 1,574 of those were terminated positively.

## JTPA ACTIVITIES

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### *Title III Dislocated Workers*

Title III of the Job Training Partnership Act was amended by the Economic Dislocation and Worker Adjustment Assistance Act (EDWAA) effective July 1, 1989. Although the design of EDWAA is different, the purpose of the legislation stayed the same--to help dislocated workers quickly re-enter the labor force.

Montana had two dislocated worker program operators; the Montana Job Service, which provides a rapid-response program, and the Montana State AFL-CIO, which operates Project Challenge: Work Again.

Services offered to laid-off and dislocated workers included basic readjustment and retraining services, skills and literacy evaluation, career counseling, job-seeking skill building, supportive services and retraining needed for re-employment.

Nine hundred twenty-eight dislocated workers were served in 1989. Of that number, 621 were placed in jobs with an average hourly wage of \$8.28. In 1990, 1230 workers were served; 603 were placed in jobs with an average hourly wage of \$8.21 to \$9.15.

### Governor's Set-Aside Programs (22%)

### *3% Older Workers*

Older worker programs were provided by Human Resource Development Councils and the Great Falls YWCA.

Services offered included employability assessment, vocational skills training and retraining, on-the-job training, confidence building and job search skills. Older Worker programs are coordinated with other employment services.

In 1989, 106 older workers were served; 68 were placed in jobs with an average hourly wage of \$4.91. An average wage at placement of \$5.01 was attained for 67 of the 105 people served in 1990.

## JTPA ACTIVITIES

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The Act stipulates that six percent of Title IIA funds are to be used to reward exemplary performance and to provide technical assistance. The State Job Training Coordinating Council and both Private Industry Councils established policies and administered six percent funds.

*6% Incentives*

At the state level, some funds were provided for outreach, technical assistance, training and labor market information. At the service delivery area level, Montana's two SDA's awarded incentive grants to Title IIA program operators who exceeded performance standards, allowing the operators to serve additional participants.

Five percent of the funds were allocated for statewide use for audits and administration of programs.

*5% Administration and Audit*

Eight percent funds are used to carry out coordinated statewide education and training activities; 20 percent is used for program coordination and 80 percent, which must be matched, is used to provide education and training services directly to JTPA program participants. The Office of Public Instruction (OPI) administered these funds in Montana.

*8% Education*

Carl D. Perkins Vocational Education Act funds and JTPA eight-percent funds are both used for these education programs. Through contracts with OPI, program operators provided basic education, classroom training, pre-employment literary training, work exploration, career information system, World of Work and other services. Participants are co-enrolled with other program operators.

## JTPA ACTIVITIES

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(Appendices G and H present information regarding the 8% Education programs for both years covered by this report).

***Title IV***  
***Miscellaneous***

Title IV of JTPA deals with federally-administered programs to serve Native Americans, migrant workers, veterans and Job Corps participants.

This evaluation report does not address these programs.

## STUDY RESULTS

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The survey instruments were developed by the Montana Council on Vocational Education in cooperation with staffs from Montana Job Training Partnership, Inc., Department of Labor and Industry, and the Office of Public Instruction.

*Purpose*

The purpose of the survey was to obtain perceptions of the different groups involved in vocational education and JTPA programs regarding (1) the adequacy and effectiveness of JTPA, and (2) the adequacy and effectiveness of the coordination between JTPA and vocational education in Montana between July 1, 1988 and June 30, 1990.

The two surveys address the same issues, one was developed for council and administrative entity staffs, and the other for vocational education and/or JTPA program operators. Components of the survey were Job Training Partnership Act and JTPA/Vocational Education Coordination.

*Audience*

Surveys were mailed on January 29, 1991 with a February 14 return date. They were sent to the following:

- Job Training Coordinating Council Chair
- Balance-of-State Council of Commissioners Chair
- Balance-of-State Private Industry Council Chair
- Concentrated Employment Program Council of Commissioners Chair
- Concentrated Employment Program Private Industry Council Chair
- Montana Job Training Partnership, Inc.
- Research, Safety and Training Division, Department of Labor and Industry
- JTPA Program Operators, including 8% Operators
- Post-secondary Vocational Education Administrators
- Selected Secondary Vocational Education Administrators
- Tribal Community College Administrators

## STUDY RESULTS

### *Return*

The survey yielded a 30% return, or 35 of 115 surveys mailed. Some returns were only partially completed. The number of surveys sent, returned and the percent of return, by group, are listed in the table below.

Survey Distribution/Return			
Agency	No. Sent	No. Returned	% Returned
Council Chairs & Staffs	7	4	57%
Program Operators	59	15	25%
Post-secondary Administrators	9	6	67%
Selected Secondary Administrators	33	7	21%
Tribal College Administrators	<u>7</u>	<u>3</u>	<u>43%</u>
Total	115	35	30%

### *Performance Standards*

Part IIA of the survey addressed JTPA performance standards and their effect on serving clients. The table below illustrates the extent to which respondents feel performance standards do influence recruitment and/or enrollment practices.

To what extent do performance standards influence recruitment and/or enrollment practices?

19% Always, 41% Usually, 33% Occasionally,  
7% Never

## JTPA ACTIVITIES

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Respondents who feel the standards do influence recruitment and/or enrollment practices commented as follows:

- Since JTPA is a placement program, the placement rates and long-term follow-up requirements guide the types of participants enrolled.
- They help direct the appropriateness of enrollments; i.e., those "who can benefit".
- Sometimes there is a conflict of serving those "most in need" and "who can benefit".
- May occasionally come to bear at end of year in order to meet standards.
- Generally, they always do, directly or indirectly.
- Long-term training is out.
- Provide incentives for high school students to do better academically.

The table below illustrates the extent to which respondents feel the standards hinder serving the populations most at risk.

### *Do Standards Hinder Service?*

To what extent do the performance standards hinder JTPA from serving the populations most at risk?

8% Always, 27% Usually, 57% Occasionally,  
8% Never

Respondents who feel the standards hinder service to clients most at risk commented as follows:

- The more barriers, the more unsure the placement.
- Program operators tend to assure there is a reasonable chance of success; this is a positive thing.
- Ability to work with clients needing service for more than one year (because of meeting annual standards) is limited; calculation of standards on a two-year basis would help alleviate this problem.

## JTPA ACTIVITIES

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- When standards are used; potential program participants are at risk.
- Part-time work and continuing education are not considered positive as far as adult performance standards; but may be very positive for participant.
- Operators who do not meet standards are sanctioned.
- Standards are merely a reasonable set of expectations.

Part IIA of the survey addressed an assessment of JTPA legislation in light of re-authorization.

*JTPA Strengths* The strengths of JTPA (in no particular order) were seen as:

- A source of funds not otherwise available.
- Providing opportunities for persons with multiple barriers to employment.
- Program operator performance.
- Public/private partnership.
- Local control.
- Provides employment and training opportunities for at-risk youth; success in one area breeds desire for success in other areas, i.e., school.
- Targets long-term economic sufficiency.

*JTPA Weaknesses* The weaknesses of the legislation (again, in no particular order) were seen as:

- Maybe too performance-oriented.
- Eligibility income guidelines are too low.
- A lack of positive outcome for adults continuing in school or part-time employment.

## STUDY RESULTS

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- Too many federal and/or state requirements--too restrictive, too much paperwork.
- Lack of long-term training for those who need it.
- Adjusting standards for working with those truly most in need with multiple barriers is needed.
- More autonomy in adjusting standards by area--difficult to meet in rural areas.
- Dominated by a few service providers.
- Youth standards too restrictive.
- Diminishing resources with greater program success expectations.
- Lots of paperwork from the clients point of view.
- Need multiple barriers defined in Governor's goals.
- Definitions eliminate service to "working poor", i.e., displaced homemakers, youth at risk, etc.

Some of the suggestions for change in JTPA legislation were:

- It should be simplified, more focused, more centralized,
- Certain percent of dollars should be designated for persons with disabilities.
- More dollars to serve more people.
- Increase income guidelines.
- Look toward more long-term training.
- Adult positive terminations for part-time work and continuing education.
- Two cost categories--administration and training; combining service and training and removing limits on service.
- Fewer specific definitions that restrict rather than enable.
- Clean up record keeping.
- Put remediation programs into the education system.
- Resolve conflict between most in need and performance standards.
- Increased funding for all needy students, not just at risk; if you want a successful program it must be adequately funded.

*Suggested Changes  
in JTPA*

## STUDY RESULTS

### *Coordination Between JTPA and Vocational Education*

Part III of the survey addressed the coordination between JTPA and Vocational Education.

Were you given an opportunity to provide programs and/or services in support of JTPA activities in your area?

92% Yes, 8% No

### *RFP Process*

Several questions addressed the Request for Proposal (RFP) process, including opportunities, fairness and timeliness. Fifty percent of all respondents indicated they received an RFP for the 1989 cycle, while 57% said they did in the 1990 cycle. However, only 20% of the secondary and post-secondary vocational education administrators in 1989 felt they had an opportunity to send in an RFP, which increased to 40% in 1990.

When asked about responding to the RFP, 76% of all respondents indicated they did. Only 43% of secondary and post-secondary vocational education administrators indicated they did submit an RFP.

Approximately 60% of the respondents feel the RFP process is a fair and equitable way of distributing JTPA funds and over 70% feel an RFP time cycle of every two years is about right.

Some comments on the RFP process were:

- Need better, more comprehensive program design.
- Need consistent procedure and philosophy and not treated as a series of demonstration projects.
- In particular we like the community approach to 8%.
- Public education does not seem interested in submitting RFPs.
- Every two years for RFP is good.
- Never given a chance.
- Seems to be a closed process.
- It takes a lot of time and paperwork to develop an RFP with no assurance of funding.
- Inadequacy exists only because of lack of funding.

## STUDY RESULTS

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A majority of the respondents, or 75%, felt that local educational agencies were willing to provide programs and services in support of JTPA, with basic education leading the list of services provided. Several post-secondary administrators commented that they did not have an opportunity to provide services, it was a closed process, or there had been no effort made to involve them.

The strengths of the RFP process were seen as:

*Local Educational Agency Involvement*

*RFP Strengths*

- Best qualified applicants.
- Provision for new programs.
- Encourages RFP's that address statewide needs.
- Open and competitive--community approach has best potential.
- Students benefit, ultimately.
- Forces planning; clients benefit.
- Competitive and recognizes performance.
- Who benefits?--large agencies.

Weaknesses in the RFP process were listed as:

*RFP Weaknesses*

- Hard to develop an integral, overall program to meet state-wide needs.
- Lack of consistent 8% philosophy from year to year.
- Those "outside the system" have difficulty getting in.
- If no one applies (for whatever reason) some areas are not served.
- Funding levels are not based on rating system, performance, etc.

Comments on outreach indicate that program operators use a wide array of techniques to identify clients, with cross-agency referral and word-of-mouth the most mentioned. This seems to be an area of good and widely used coordination.

*Outreach*

## STUDY RESULTS

### *Utilization of Planning Activities*

Respondents were asked to indicate frequency of use of listed activities to coordinate planning and reduce duplication at the local level. The following chart summarizes their responses.

Extent Activities Were Utilized				
	A	U	O	N
Joint planning of JTPA funded activities.....	8%	50%	33%	8%
Joint planning of Perkins funded activities.....	21%	35%	26%	17%
Review of RFP's/grants for JTPA funding.....	23%	18%	27%	32%
Review of RFP's/grants for Perkins funding.....	20%	25%	15%	40%
Cross representation on vocational advisory committees and PIC's....	31%	26%	39%	4%
Exchange listings of programs.....	27%	36%	27%	9%
Cooperative agreements....	23%	36%	23%	18%

### *Council Memberships*

The thirteen respondents to the question, "Is there a vocational education representative on your Private Industry Council", reported that there was no vocational education representative.

Eleven of 15 respondents to the question, "Is there a Private Industry Council member who also serves on a vocational education board, council or committee", said yes.

Responses and a lack of responses to these last two questions indicated some confusion in this area. It is unclear if survey completers did not understand the questions or did not know about council memberships.

## STUDY RESULTS

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In relation to coordination, respondents were asked to rank three conditions which contribute the most to a high level of coordination at their level. The following table indicates the responses. Mutual clients and informal agreements were listed as leading factors of coordination, with common/similar goals also ranking high.

### *Contributors to Coordination*

Activity	Contributors		
	Ranking		
	1st	2nd	3rd
Mutual Clients.....	13	4	3
Written agreements/memoranda of understanding.....	1	3	1
Informal agreements/communications or working relationships.....	8	3	4
Personalities of agency/organization staff.....	1	3	5
Legislated coordination.....	0	0	1
State administrative directive....	0	0	0
Strong emphasis from State officials that coordination is a high priority.....	0	0	0
Common/similar goals and/or objectives.....	2	7	4
Participation in Planning Activities.....	0	2	4
State laws which remove impediments to coordination.....	0	0	0
Close geographic proximity of programs.....	0	3	1
Number of respondents=26			

## STUDY RESULTS

### *Inhibitors to Coordination*

Respondents were also asked to rank factors which inhibit coordination. Inhibitors seem to be spread out among more factors. Insufficient resources (staff, time, etc.) topped the list of inhibitors, with a lack of communication also listed as a large factor. Jurisdiction/turf issues and differences in the JTPA and vocational education systems were also contributing factors to a lack of or poor coordination.

Agency	Inhibitors		
	Ranking 1st	2nd	3rd
Lack of communication.....	5	3	1
Conflicting or dissimilar legislative mandates.....	0	0	3
Insufficient resources (staff, time, etc.).....	9	4	2
Jurisdiction/turf issues.....	3	5	2
Personalities of agency or organization staff members..	2	2	5
Perceived differences in goals and/or objectives.....	3	1	6
Fundamental differences in the structures of the vocational education & JTPA systems....	1	6	0
Difficulty understanding the other program's legislation.	1	3	1
Geographic separation of programs.....	1	0	2
Number of respondents=25			

### *Perceptions About Coordination*

In response to the question, "If there has been increased coordination in the past two years, what have been the benefits?", respondents commented:

## STUDY RESULTS

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- No passing the buck, better service.
- Better services and training, less "run-around".
- Increased resources.
- Articulation.
- Better training leading to quality employment and, ultimately, self-sufficiency.
- Increased basic skills to better help clients as part of their need to secure employment.
- Ability to serve client beyond training.

Fifty-eight percent of all respondents felt that there was adequate and effective coordination for planning and operating projects funded by JTPA and the Carl D. Perkins Vocational Education Act.

Suggestions for improving coordination between JTPA and vocational education were as follows:

- Provide JTPA program operators with lists of Perkins recipients and the programs they offer.
- Promote further coordination between schools and community-based organizations.
- A review of each others plans and a meeting to discuss, resulting in required/specific steps for continued coordination rather than meaningless "sign-offs".
- Promote greater state level planning.
- Include each operator for planning sessions by community for curriculum and resources, needs assessments and services distribution.
- Encourage community colleges to participate.
- Encourage cross-participation between vocational education and JTPA in planning efforts.

Sixty-eight percent of respondents felt that the Private Industry Councils and service delivery areas used vocational education resources as a part of the JTPA delivery system. Post-secondary vocational education administrators shared this view. Secondary administrators did not respond to this question.

*Suggestions for  
Improved  
Coordination*

*Use of Vocational  
Education  
Resources*

## STUDY RESULTS

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The most cited service used was basic education, with vocational technical center use cited second most often.

### *JTPA Clients--Hard to Serve?*

Seventy-three percent of respondents feel it is harder to serve JTPA clients than non-JTPA clients. Program operators, in particular, feel it is harder to serve JTPA clients.

The consensus seemed to be that JTPA clients have so many barriers that need to be overcome and services that need to be coordinated before they are ready for training.

If they responded "yes" to this question, they were asked what services were needed and why. Some of the comments are as follows:

- Basic life skills, dysfunctional family life and upbringing.
- Training, retraining, job search assistance, career development/personal counseling, education, supportive services. Their multiple barriers require a temporary support system and direction.
- They possess multiple barriers to employment usually; coordination and documentation occupy a disproportionate amount of time for faculty and staff.
- More barriers, less education and less motivation to go to school; lower self-esteem. Adults--some have alcohol problems, require more counseling time, haven't experienced long-term work or school.
- Many more barriers, i.e., motivation, transportation, child care, health problems, financial difficulties, emotional problems, than most students.
- Vocational education has less restrictions and no performance standards.
- Only in areas of massive paper work to enroll and track.

## STUDY RESULTS

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- Present client characteristics don't support any claim that we are serving hard to serve.
- Tutorial and need for stipend/subsistence-type of assistance.
- They have many personal and financial problems as well as education deficits--day care, transportation, medical, housing, problem relationships, low Math and English skills, high stress levels.



# APPENDIX A

## JTPA PERFORMANCE - 1989

<u>Category</u>	<u>Standard</u>	<u>BOS Area</u>	<u>CEP Area</u>
<b><u>IIA Adult</u></b>			
Entered Employment Rate	68%	75%	73%
Hourly Wage at Placement	\$4.95	\$5.27	\$5.55
Cost per Entered Employment	\$4,500	\$2,729	\$3,847
Welfare Entered Employment Rate	56%	64%	62%
<b><u>IIA Youth</u></b>			
Entered Employment Rate	45%	70%	56%
Positive Termination Rate	75%	88%	82%
Cost per Positive Termination	\$4,900	\$2,844	\$2,366
<b><u>IIB Youth (SYETP)</u></b>			
Positive Termination Rate	75%	91%	66%
Cost per Positive Termination	\$4,900	\$1,551	\$2,109
<u>Standard</u> <span style="float: right;"><u>Statewide</u></span>			
<b><u>III Dislocated Worker</u></b>			
Entered Employment Rate	68%		67%
Hourly Wage at Placement	\$5.50		\$8.28
Cost per Entered Employment	\$4,500		\$1,572
<b><u>3% Older Worker</u></b>			
Entered Employment Rate	68%		76%
Hourly Wage at Placement	\$4.95		\$4.91
Cost per Entered Employment	\$4,500		\$3,069

## APPENDIX B

### JTPA PERFORMANCE - 1990

<u>Category</u>	<u>Standard</u>	<u>BOS Area</u>	<u>CEP Area</u>
<b><u>IIA Adult</u></b>			
Entered Employment Rate	68%	76%	79%
Hourly Wage at Placement	\$4.95	\$5.60	\$5.88
Cost per Entered Employment	\$4,500	\$2,863	\$3,466
Welfare Entered Employment Rate	56%	67%	72%
Follow-up Employment Rate	60%	70%	67%
Follow-up Weeks Worked	8.0	9.1	8.9
Follow-up Weekly Earnings	\$177	\$211	\$216
<b><u>IIA Youth</u></b>			
Entered Employment Rate	45%	76%	66%
Positive Termination Rate	75%	84%	86%
Cost per Positive Termination	\$4,900	\$3,128	\$2,741
<b><u>IIB Youth (SYETP)</u></b>			
Positive Termination Rate	75%	90%	92%
Cost per Positive Termination	\$4,900	\$1,800	\$1,690
	<u>Standard</u>	<u>BOS Area</u>	<u>CEP Area</u>
			<u>Statewide</u>
<b><u>III Dislocated Worker</u></b>			
Entered Employment Rate	68%	86%	85%
Hourly Wage at Placement	\$5.50	\$8.21	\$9.15
Follow-up Employment Rate	60%	84%	90%
Follow-up Weeks Worked	8.0	11.1	11.8
Follow-up Weekly Earnings	\$177	\$326	\$283
<b><u>3% Older Worker</u></b>			
Entered Employment Rate	68%		77%
Hourly Wage at Placement	\$4.95		\$5.01
Cost per Entered Employment	\$4,500		\$3,016

**APPENDIX C**  
**CHARACTERISTICS OF**  
**MONTANA JTPA CLIENTS**  
**1990**

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<u>Characteristics</u>	<u>Percentage</u>				
	<u>IIA</u> <u>Adult</u>	<u>IIA</u> <u>Youth</u>	<u>IIB</u> <u>SYETP</u>	<u>Title</u> <u>III</u>	<u>3%</u> <u>Older</u> <u>Worker</u>
Male.....	37.1%	46.3%	50.6%	68.0%	45.0%
Female.....	62.9%	53.7%	49.4%	32.0%	55.0%
<b>Economically Disadvantaged.....</b>	<b>97.8%</b>	<b>98.5%</b>	<b>N/A</b>	<b>0.0%</b>	<b>100.0%</b>
Handicapped.....	23.9%	9.8%	16.0%	15.0%	20.9%
Offenders.....	6.1%	7.2%	N/A	7.9%	.9%
Dropouts.....	9.9%	18.0%	6.1%	6.2%	19.0%
Displaced Homemakers.	36.9%	1.8%	N/A	9.2%	30.4%
<b>General Assistance Recipients.....</b>	<b>31.6%</b>	<b>4.7%</b>	<b>N/A</b>	<b>2.8%</b>	<b>5.7%</b>
AFDC Recipients.....	22.8%	13.5%	N/A	6.7%	0.0%
<b>Food Stamp Recipients.....</b>	<b>35.5%</b>	<b>19.8%</b>	<b>N/A</b>	<b>13.6%</b>	<b>20.0%</b>
<b>Refugee Assistance Recipients.....</b>	<b>.1%</b>	<b>.1%</b>	<b>N/A</b>	<b>.1%</b>	<b>0.0%</b>
Single Parents.....	36.2%	11.9%	6.1%	12.5%	0.9%
Veterans.....	13.8%	2.2%	N/A	27.3%	28.5%
UC Claimants.....	6.7%	2.7%	N/A	16.0%	1.9%
White.....	85.6%	83.6%	72.5%	89.8%	87.6%
Black.....	.5%	.5%	6.4%	.7%	0.0%
Hispanic.....	1.9%	2.9%	3.3%	2.0%	.9%
American Indian/ American Native...	11.6%	12.8%	22.1%	7.0%	10.4%
Asian and Pacific Islander.....	.4%	.2%	1.7%	.5%	.9%
Age 55 and older.....	3.2%	N/A	N/A	4.5%	100.0%

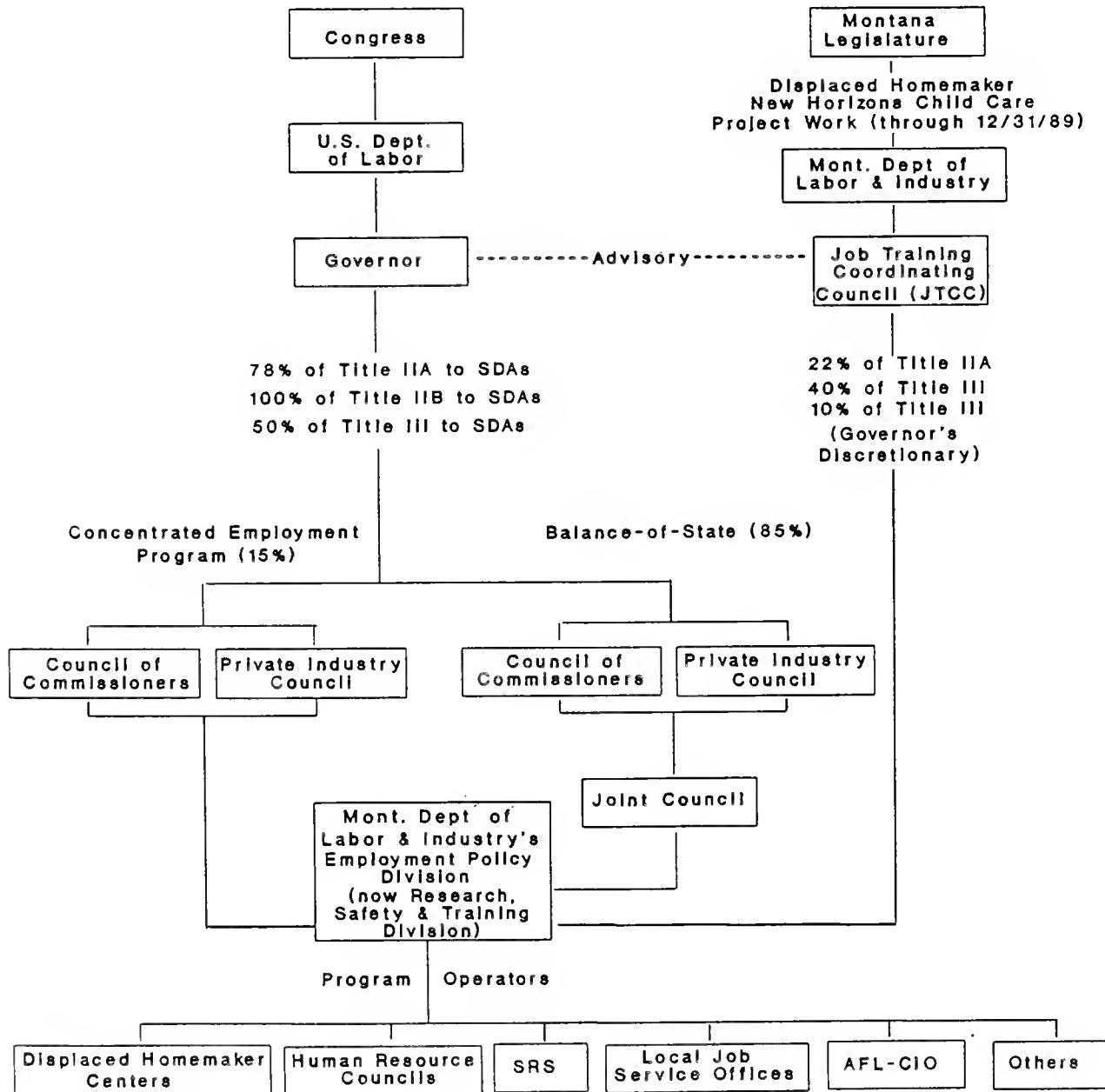
Key: N/A=Not Available or Not Applicable

Note: Total may exceed 100% to the degree that clients fit multiple categories.

# APPENDIX D

## JTPA AND STATE

### JOB TRAINING FUNDING FLOW CHART



## APPENDIX E

### SUMMARY

### JTPA EXPENDITURES & SERVICE

<u>Program</u>	<u>Expenditures</u>		<u>Clients</u>	
	<u>1988-89</u>	<u>1989-90</u>	<u>1988-89</u>	<u>1989-90</u>
IIA Adult	\$3,606,820	\$3,981,889	2,391	2,444
IIA Youth	\$2,565,739	\$2,607,275	1,417	1,308
IIB SYETP	\$3,067,172	\$2,804,835	2,015	1,751
III Dislocated Worker	\$ 930,949	\$1,312,789	928	1230
3% Older Worker	\$ 208,671	\$ 202,070	106	105

#### **Program Design**

Congress designed JTPA to be a performance-driven system. Performance standards are applied to Title IIA programs to measure if the program performance meets or exceeds the standards and provides a high rate of services to at-risk target groups. Based on an analysis of data for Montana's JTPA programs conducted during fiscal year 1988 (July 1, 1988-June 30, 1989) and fiscal year 1989 (July 1, 1989-June 30, 1990), all national standards were met or exceeded.

The total funding for Titles IIA, IIB and Title III for FY 1988 and FY 1989 was \$22,279,095. This figure includes "hold harmless" and "carryover/unobligated funds".

In addition, the Montana Legislature funds the State Displaced Homemaker Program, which is tied to JTPA Title IIA for programs. The total funding for fiscal years 1988 and 1989 was \$427,065, which provided services to 456 clients.

## APPENDIX F

### JTPA TITLE IIA

### ACTIVITIES AND SERVICES

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The table below shows the combined totals of funding and clients served for youth and adult training activities, by component, for fiscal years 1988 and 1989.

Training Activity	Youth		Adults	
	1988-89 Funding	1988-89 Clients	1988-89 Funding	1988-89 Clients
Basic Education	\$ 3,108	127	\$ 7,172	203
Classroom Training	444,590	508	1,094,106	1,460
On-the-job Training	1,027,480	1,075	1,543,293	1,305
Youth Tryout	202,848	277	N-A	N-A
Work Experience	390,346	520	278,854	335
Limited Work Exp.	5,821	20	N-A	N-A
Supportive Services	66,308	N/A	170,426	N/A
Needs-based Payments	133,244	N/A	416,913	N/A

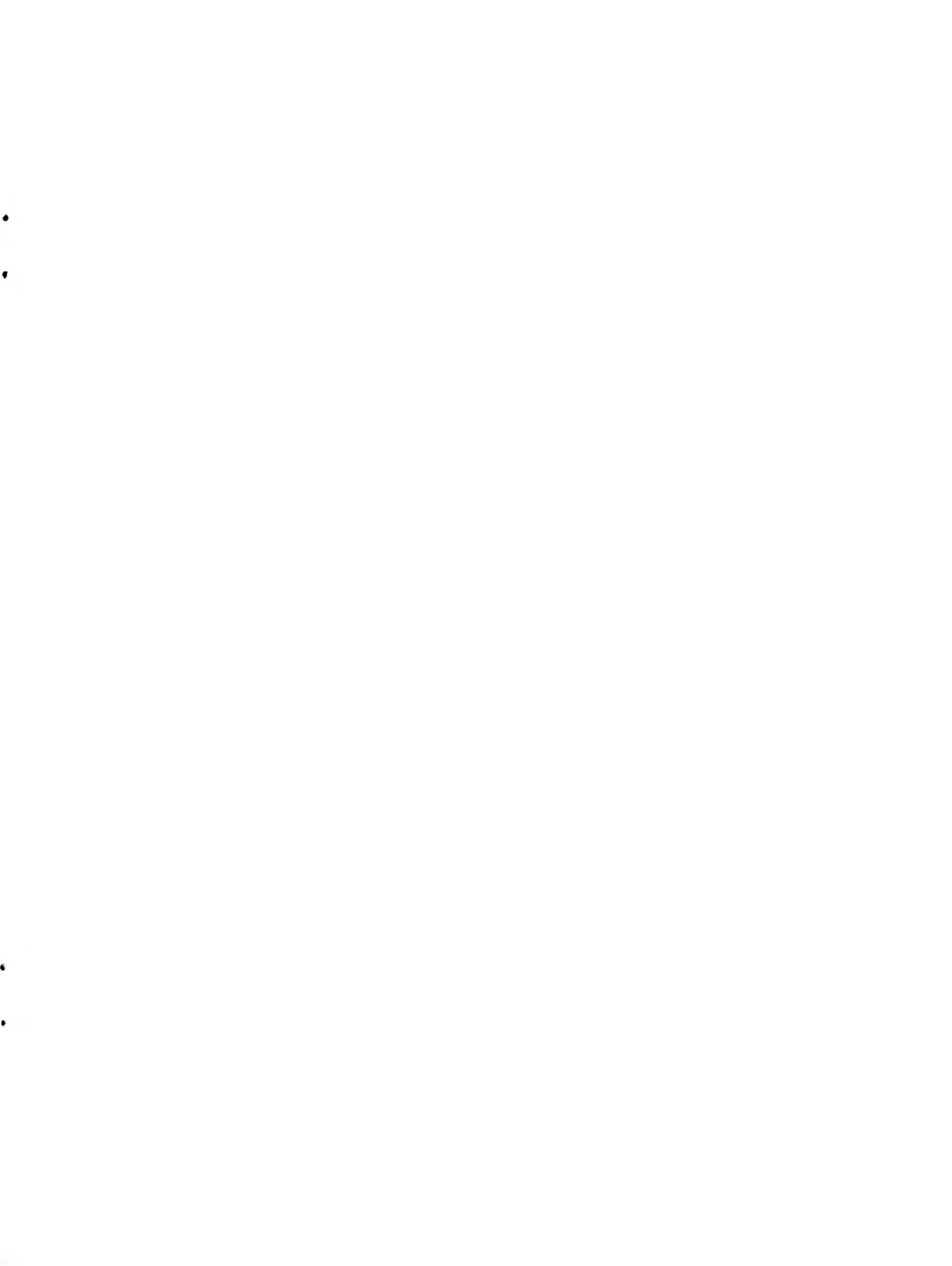
Key: N/A: not available  
 N-A: not applicable

**APPENDIX G**  
**8% EDUCATION**  
**(July 1, 1988-June 30, 1989)**

<u>Agency/Project Title</u>	<u>Expenditure</u>	<u>Enrollment</u>	<u>Placement</u>
<u>Billings P.S., Adult Basic Education and Pre-Employment Literacy Training</u>	\$ 56,784	66	35
<u>Helena S.D.#1, Adult Basic Education Training</u>	\$ 64,916	107	18
<u>Great Falls P.S., Adult Basic Education, Pre-vocational Program</u>	\$ 50,516	66	1
<u>Helena S.D.#1, JTPA Clerical Classroom Training</u>	\$ 63,047	70	35
<u>Billings Job Service, World of Work</u>	\$ 63,588	154	69
<u>Missoula Co. H.S., World of Work</u>	\$ 63,375	97	42
<u>Action for Eastern Montana, Literacy Work Experience Program</u>	\$ 10,482	23	--
<u>Anaconda S.D.#10, Career Education Training Enterprise</u>	\$ 20,535	19	12
<u>Butte S.D.#1, Transition 88/89</u>	\$ 25,513	83	19
<u>Northwest Montana Human Resources, Summer Youth Skills &amp; Technical Education Model</u>	\$ 28,576	30	0
<u>Dist. IX Human Resource Development Council, A Multi-Level Approach to Workforce Literacy</u>	\$ 6,412	19	12
<u>National Career Information System, A Study of the Use of Career Information Systems by Economically Disadvantaged Individuals</u>	\$ 25,432		
<u>Northwest Montana Human Resources, SYSTEM Presentation</u>	\$ 2,388	--	--
<u>Missoula Women's Opportunity and Resource Development, IMAGE</u>	\$ 5,000	--	--
<u>Dist. IX Human Resource Development Council, Training and Intervention Presentation</u>	\$ 3,775	--	--
<u>Office of Public Instruction, Administration</u>	\$ 41,106	--	--
<b>Grand Total</b>	<b>\$531,444</b>		

**APPENDIX H**  
**8% EDUCATION**  
**(July 1, 1989-June 30, 1990)**

<u>Agency/Project Title</u>	<u>Expenditure</u>	<u>Enrollment</u>	<u>Placement</u>
<u>Billings P.S., Adult Basic Education &amp; Pre-employment Literacy Training</u>	\$ 54,096	196	28
<u>Helena S.D.#1, Literacy Training for Youth and Adults</u>	\$ 66,451	106	52
<u>Great Falls P.S., Pre-vocational Basic Education</u>	\$ 49,180	50	15
<u>Helena S.D.#1, JTPA Clerical Classroom Training</u>	\$ 65,961	94	54
<u>Billings P.S., Advanced Clerical Training</u>	\$ 44,283	65	--
<u>Montana State AFL-CIO, Project Challenge/Training Industries and Education</u>	\$ 27,051	17	13
<u>Great Falls Workplace/YWCA, The Essentials of Sales--Attitudes, Techniques &amp; Strategies</u>	\$ 4,063	16	7
<u>Billings Job Service, World of Work</u>	\$ 63,588	150	70
<u>Missoula Co. H.S., World of Work</u>	\$ 46,870	90	18
<u>Action for Eastern Montana, Literacy Work Experience Program</u>	\$ 11,036	63	--
<u>Anaconda S.D.#10, Career Education Training Enterprise</u>	\$ 20,019	24	--
<u>Dist. IX Human Resource Development Council, A Rural Cooperative for Workforce Literacy &amp; Employability Skill Development</u>	\$ 20,325	19	3
<u>Dist. IX Human Resource Development Council, A Multi-Level Approach to Workforce Literacy &amp; Employability Skill Development</u>	\$ 32,657	30	4
<u>Kalispell S.D.#5, Job Preparation and Placement</u>	\$ 16,720	20	--
<u>National Career Information System, Support to Strengthen Career Information Delivery to Montana Disadvantaged Youth and Adults</u>	\$ 10,000	--	--
<u>Office of Public Instruction, Administration</u>	<u>\$ 43,473</u>		
<b>Grand Total</b>	<b>\$575,774</b>		



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